

CASON
YR PD
- 78 P58

GOVT PUBNS



H O U S I N G

*A Policy Paper of the
Draft Official Plan*

September 1978



York Region Housing
Study Phase III

Volume I Suggested Housing Policy

Working Draft
For Discussion
Only

Note to reader:

This Official Plan Policy Paper is the adopted Interim Housing Policy for the Regional Municipality of York. It has been written as if it was a chapter of the draft Official Plan and will be reviewed and revised as a result of input from the public and Regional Council.



Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

<https://archive.org/details/31761118485895>

York Region Housing
Study - Phase III

Volume I Suggested Housing Policy

A REPORT PREPARED FOR
PLANNING DEPARTMENT
REGIONAL MUNICIPALITY OF YORK

BY

**PETER
BARNARD
ASSOCIATES**

JUNE 1978

York Region Housing
Study - Phase III

Volume I Suggested Housing Policy



A REPORT PREPARED FOR
PLANNING DEPARTMENT
METROPOLITAN TORONTO

REPORT
NUMBER
1981-8-1082

FIVE 1981

SUGGESTED YORK REGION HOUSING POLICY

This report is part of Phase III of the York Region Housing Study and is a continuation of the background study Housing in York. The purpose of this volume is to suggest a series of goals, objectives and policies for eventual inclusion into the Region of York Official Plan with respect to housing. However before these specific policies can be developed it is first necessary to define a role for York Region in the field of housing. As a result this volume is divided into two sections: the first discusses the role of the Region in housing; while the second suggests a series of housing goals, objectives and policies for the Region. The actual housing targets and strategies for achieving these goals and objectives are contained in Volume II Suggested Housing Targets which is not intended to be part of the official plan.

THE REGIONAL ROLE

In York Region, most of the activities relating to the provision of housing are considered an area municipality responsibility. Over time, it is anticipated that municipalities in Ontario are going to become increasingly involved in housing as both the Province and C.M.H.C. are desirous of them assuming an increased role. As the Region is involved in housing through its approval and review process, its role in providing major services and in social housing through its involvement in the provision of social services, it is also vitally interested in housing.

SUGGESTED YORK REGION HOUSING POLICY

The following sections outline the current division of responsibility in the housing field in York Region. This is followed by a review of the initiatives by both the federal and provincial governments to have municipalities assume a larger role in the field of housing. The section then concludes with a recommendation of what the Region's role should be in housing.

1. Current Responsibilities. Area municipalities currently have responsibility for most housing activities. In York, as in most regional municipalities in Ontario, prime responsibility for the provision of additional housing stock is a local function. The regional role is normally limited to approval, assistance and co-ordination. This is the situation in York currently where the area municipalities are actively involved in numerous housing activities such as:

- issuance of building permits
- zoning bylaws
- maintenance and occupancy bylaws
- provision of local services
- operating deficits of public housing
- initiation of requests for additional public housing
- major participants in federal and provincial housing programs
- negotiation of secondary and neighbourhood plans

In a two-tiered system the above functions are best handled at the local level. Area municipalities undertake these functions now, while the Region has no experience with them. At the present time there is no feeling in the Region that the Regional Municipality should assume an increased role in any of these functions.

2. Municipal Role in Future. Increasingly, municipalities are required to assume a larger role in housing. Both the Ontario Ministry of Housing and C.M.H.C. are looking forward to greater involvement by municipalities in housing. Increasingly they are looking for municipal initiatives to solve local housing problems with senior levels providing the funding. In addition, many senior government housing programs including land assembly assistance and assisted rental require a housing policy statement adopted by council before funding will be made available.

The Ministry of Housing last year also began an "Annual Housing Review" of Municipalities in Ontario. The purpose of this review is for each municipality in the Province to project housing needs for the next three calendar years by type, tenure and assistance programs. In addition, land inventories are to be reviewed with major restrictions reported upon. A formal council resolution supporting the targets is also required. This "Annual Housing Review" is to be used to determine priorities for the allocation of funding for numerous government programs.

3. Suggested Role for the Region. With the increased local housing role an opportunity for the Region to monitor, co-ordinate and liaise with senior governments in housing matters appears appropriate. The "Annual Housing Review" and the requirement for local municipalities to initiate a growing number of senior government housing programs will place an increased burden on local municipalities. The Province has asked the Region as well to prepare an "Annual Housing Review".

In a growing number of regional municipalities in Ontario the task of co-ordinating the reporting, monitoring and setting of specific targets has become a Regional function. In York it would appear that the Region is in the best position to co-ordinate and develop the appropriate expertise.

Thus we would suggest that the Regional Municipality of York should assume the following role:

- i produce an annual report of housing activity and conditions throughout the Region*
- ii establish a housing committee consisting of staff from local municipalities and the Regional Planning and Social Services department which can review housing activity and government programs*
- iii develop a set of housing targets in conjunction with the area municipalities*

More direct activity should only occur in response to requests for assistance from area municipalities.

The cost to the Region of this role would be minimal and consist of the salary of a planner a quarter to half time plus some secretarial support. This is in keeping with experiences elsewhere in the province where the Region (such as Waterloo) has assumed a role similar to the one described here.

HOUSING GOALS, OBJECTIVES AND POLICIES FOR THE REGION

Recognizing the role for the Region that is described in the previous section it is suggested that the official plan should include the following overall Housing Goal and Objectives:

Housing Goal

To permit and encourage a mixture of housing types which meet the requirements of present and future residents of York Region consistent with their needs.

Objectives:

1. To assist in providing efficient, economical management of residential growth.
2. To ensure that there is an adequate supply of service-able land to allow for the construction of the required units.

3. To create an overall housing policy framework for York Region with the co-operation and assistance of the area municipalities, within which the municipalities can develop their own housing policies and staging of development targets.

To implement the above goal and objectives within the scope of the proposed Regional role, it is suggested that the Official Plan contain the following set of policy statements.

1. The Region will promote the sharing of housing responsibilities in a co-ordinated manner among the area municipalities, the regional municipality, provincial and federal governments. This co-ordinating role should consist of the following:
 - i) establishing Region of York Housing Committee, consisting of staff from Regional Planning and Social Services and each area municipality
 - ii) setting of Regional targets within a "Housing Policy Statement"
 - iii) reviewing annual housing needs, policies, programs and targets
 - iv) amending when necessary the "Housing Policy Statement".
2. The Region will endeavour to provide an adequate supply of land for housing through its approval process. To accomplish this, the Region in conjunction with area municipalities, should:
 - i) maintain an inventory of land registered or draft and final approved of at least twice annual requirements

- ii) establish a general target of six months to draft approval for subdivision applications which conform to the regional and area municipalities' official plans, and require written comments from reviewing agencies within 30 days with allowances for 30 day extensions upon written request. Agencies not responding within the overall 60 day circulation period should be considered as having no objection to an application. Applicants would be notified of the status of applications at the end of the 60 day circulation period.
 - iii) ensure that housing targets become input to regional and area municipality capital works budgets and staging of development programs
 - iv) publish an annual report comparing the housing targets by type to the potential supply
 - draft approved and registered
 - circulating
3. The Region will assist the area municipalities in their use of federal and provincial housing programs. To accomplish this, the Region should, in conjunction with the area municipalities:
- i) participate directly or in partnership in housing programs originated by senior governments if requested by area municipalities:
 - ii) set special needs housing targets which are reviewed annually and included in the "Housing Policy Statement". These shall be changed as necessary.

iii) develop strategies for achieving these targets which are reviewed annually and included in the "Housing Policy Statement". These shall be changed as necessary.

iv) provide intergovernmental liaison

4. The Region will promote the continued maintenance of good quality housing stock. To accomplish this, York Region should:

i) promote the adoption, implementation and enforcement of a maintenance and occupancy standards bylaw in all area municipalities.

ii) co-ordinate the contents of all such maintenance and occupancy bylaws to encourage the use of similar minimum standards in each bylaw, recognizing that urban and rural minimum standards may differ

iii) encourage and co-ordinate the use of federal and provincial housing rehabilitation programs by each municipality

iv) encourage sound and innovative residential development designs in new construction which contribute to energy and natural resource conservation.

5. The Region will monitor and report annually on the housing situation in York Region. This report, which should be compiled with the assistance of the area municipalities, may include:

- i) Housing Production
 - activity over year
 - activity by type
 - Toronto area market share
- ii) Current market
 - general supply related to demand
 - apartment vacancy situation
 - trends in affordability
- iii) Land Inventory
 - level of approvals for year
 - total inventory of potential units
 - level of plans circulating
- iv) Assisted Housing Activity

*

*

*

*

*

To conclude the suggested Regional Housing Policy consists primarily of three major elements.

1. Development of an expertise in understanding housing markets, problems, and methods of dealing with these problems. This should be accomplished by: monitoring annually the housing activity, and by establishing a housing committee of regional and local officials who meet periodically to discuss housing issues.

These activities are key, in a field such as housing, where markets and senior government housing programs change rapidly. By providing this service to the area

municipalities new problems can be detected early and area municipalities can quickly become involved in programs that are advantageous to their needs.

2. Creation of an environment which minimizes delays in developing new housing and ensures economic management of residential growth. The Region of York through its subdivision approval powers can do much to accelerate the development of new housing. By ensuring that there is an inventory of land registered or draft and final approved of at least twice annual requirements, the Region can ensure that the housing market can be flexible enough to adjust to rapid changes in market demand and thus help to moderate house price increases.
3. Creation of an environment which will assist the area municipalities in developing their own housing policy statements and that promotes the sharing of housing responsibilities among various levels of government.

Overall in York Region the majority of housing activity is the responsibility of area municipalities. The policies recommended here are based upon the view that these activities should remain a local activity. The Region's responsibilities should be limited to co-operating with the area municipalities and helping them in dealings with other levels of government.

York Region Housing
Study - Phase III

Volume II Suggested Housing Targets

A REPORT PREPARED FOR
PLANNING DEPARTMENT
REGIONAL MUNICIPALITY OF YORK

BY

**PETER
BARNARD
ASSOCIATES**

JUNE 1978

SUGGESTED HOUSING TARGETS

One of the recommended activities for the Region of York in housing policy is to establish a series of housing targets. These targets, which need to be reviewed regularly are to be included in a "Housing Policy Statement". This statement will be developed in co-operation with the area municipalities and the proposed York Region Housing Committee.

This paper is a first step in the process of preparing the proposed "Housing Policy Statement". It indicates the statements, scope, and detail and suggests the housing targets that would be required to meet the established municipal population assignments. The bases of these proposed targets are the background study Housing in York, the monitoring report 1977 Housing Activity in York as well as the York Region official plan population assignment.

Areas for which targets are suggested include:

1. Overall Housing Stock
 - short term
 - long term
2. Unit Type Guidelines
3. Special Problem Areas
 - rental stock
 - assisted rental units
 - seniors
 - family

- Handicapped
- Moderate Price Purchase

1. OVERALL HOUSING STOCK

Over the next few years in York Region, the housing target needs to reflect housing market conditions in the Toronto area.¹ Over the long term the targets need to reflect the overall population target of 538,000 inhabitants by the year 2001. Current market shares will need to alter substantially, however, if the longer term goals are to be achieved.

- Over short term, annual housing target should be in the 2,000-3,100 unit range. This target is based upon York Region maintaining its current annual market share of 6%-9% of Toronto area new housing construction.² Forecasts for the Toronto area as developed in the report Housing in York suggest that the average annual new requirements for housing will be 34,000 until 1986.³ The suggested annual target range for York reflects a market share of 6%-9% of this figure.

1 defined as the Regions of Durham, Peel, York and Metro Tor

2 Housing Activity in York - 1977. Exhibit 5.

3 Peter Barnard Associates, Housing in York 1977 p.A.12

Construction needs to be monitored carefully, particularly any shift in market shares. With the development of the South-Central York servicing scheme, and the development of new communities such as Thornhill-Vaughan at the fringe of Metro, significant shifts may occur in the next few years.

- To achieve long term population target of 538,000 by 2001, 120,000-133,000 new units are required. Recently the Region has approved a population target of 538,000 by the year 2001. In order to house this population it is anticipated that the Region will require a housing stock of 180,000-190,000 units. This estimate of future housing stock is based upon an anticipated household size range of 2.8-3.0 persons per household in 2001 as compared to the 3.5 in 1976. Declines to these household sizes and below are expected in most areas of Ontario. The forecast for the Toronto area as calculated from Housing in York¹ is as follows:

| | <u>Average Persons per Household</u> |
|------|--|
| 1976 | 2.8 |
| 1981 | 2.7 |
| 1986 | 2.6 |
| 1991 | 2.6 |
| 1996 | 2.7 |

¹ *calculated by dividing the Toronto Area population on Exhibit A-4 by the number of Toronto Area households on Exhibit A-6 as found in the report Housing in York*

Exhibit 1

VAUGHAN, MARKHAM AND RICHMOND HILL
ARE EXPECTED TO BE THE MAIN CENTRES OF HOUSING ACTIVITY

| | 2001 Population Target | Household* Size Range | Housing Stock Required | Occupied** 1976 Stock | New Stock Required |
|------------------------|------------------------------|-----------------------------|------------------------------|-----------------------------|--------------------------|
| Markham | 134,000 | 2.9-3.1 | 46,207-43,226 | 15,800 | 30,407-27,426 |
| Richmond Hill | 104,500 | 2.7-2.9 | 38,704-36,034 | 10,290 | 28,414-25,744 |
| Aurora | 29,000 | 2.7-2.9 | 10,741-10,000 | 4,180 | 6,561- 5,820 |
| Newmarket | 42,000 | 2.8-3.0 | 15,000-14,000 | 7,095 | 7,905- 6,905 |
| Vaughan | 130,500 | 2.9-3.1 | 45,000-42,097 | 4,915 | 40,085-37,182 |
| King | 22,000 | 2.9-3.1 | 7,586- 7,097 | 3,945 | 3,641- 3,152 |
| Whitchurch-Stouffville | 20,000 | 2.7-2.9 | 7,407- 6,897 | 3,840 | 3,567- 3,057 |
| East Gwillimbury | 20,000 | 3.0-3.2 | 6,667- 6,250 | 2,905 | 3,762- 3,345 |
| Georgina | 36,000 | 2.5-2.7 | 14,400-13,333 | 5,850 | 8,550- 7,483 |

* Based on overall York Region household size of 2.8-3.0 assuming that each area municipality will maintain 1976 deviation from the York Region figure, 1976 rates were as follows:

3.7 East Gwillimbury; 3.6 King, Markham and Vaughan; 3.5 York Region and Newmarket; 3.4 Aurora, Richmond Hill and Whitchurch-Stouffville; and 3.2 Georgina.

** Statistics Canada 1976 Census Households By Type, unpublished at present. These Census

The slightly higher range for York Region is based upon the assumption, that York will continue to be more family household oriented and thus household size will be somewhat higher.

To house this future population, York needs to add an additional 120,000 to 133,000 units.

| | <u>High</u> | <u>Low</u> |
|---------------------------|----------------|----------------|
| Population target | 538,000 | 538,000 |
| Average household size | 2.8 | 3.0 |
| Units required | 192,143 | 179,333 |
| Less current stock (1976) | 58,850 | 58,850 |
| New units required | <u>133,293</u> | <u>120,483</u> |

This translates into annual average construction activity of 5,000 to 5,500 units which includes an allowance for vacancy and replacement demand of approximately 4%.

- Long term targets by area municipality reflect population targets. As indicated in Exhibit 1 Vaughan, Markham and Richmond Hill will be the area municipalities experiencing the most housing activity. Averaged over the long term, in order for each of these municipalities to achieve these

targets, the following levels of construction activity are required:

| | <u>Average Annual¹ Construction Activity 1976-2001</u> |
|------------------------|---|
| Markham | 1,200 |
| Richmond Hill | 1,100 |
| Aurora | 250 |
| Newmarket | 300 |
| Vaughan | 1,600 |
| King | 140 |
| Whitchurch-Stouffville | 140 |
| East Gwillimbury | 150 |
| Georgina | 330 |

- Few new actions are required by Region to achieve these targets. The dominating force in York achieving these targets is the overall demographic and housing market conditions in the Toronto area. Thus the Region's primary responsibility is to ensure that adequate supply of land exists for this housing and that planning is based upon these targets.

¹ Includes 4% vacancy and replacement allowance.

Specifically the Region should:

1. Approve targets and plan for their achievement.

In addition, the Region should encourage the area municipalities to plan within this framework after developing their own official plans, capital works forecasts and staging of development reports.

2. Ensure that an adequate supply of land exists.

We would suggest that at least 2 years supply of land approved for development exist. Currently, the Region has far in excess of this amount, estimated in excess of 7 years.

3. Monitor housing situation. The Region should be responsible for establishing a simple monitoring system to detect changes in the housing situation so that these targets can be altered to avoid future problems.

YORK WILL CONTINUE TO EMPHASIZE SINGLE UNITS

| TORONTO AREA FORECAST* | | | | | SUGGESTED YORK REGION RANGE | | | | |
|------------------------|---------------|-------------|------------|-------------|-----------------------------|---------------|-------------|------------|-------------|
| | <u>Single</u> | <u>Semi</u> | <u>Row</u> | <u>Apt.</u> | | <u>Single</u> | <u>Semi</u> | <u>Row</u> | <u>Apt.</u> |
| 1976-81 | 41% | 12% | 5% | 42% | | 60-70% | 10-15% | 5-10% | 25-35% |
| 1981-86 | 44 | 13 | 5 | 38 | | 55-65 | 10-15 | 5-10 | 30-40 |
| 1986-91 | 48 | 13 | 4 | 35 | | 60-70 | 10-15 | 5-10 | 25-35 |
| 1991-96 | 55 | 12 | 4 | 29 | | 65-75 | 10-15 | 5-10 | 20-30 |
| 1996-2001 | 48 | 12 | 7 | 33 | | 60-70 | 10-15 | 5-10 | 25-35 |

* Peter Barnard Associates, Housing in York, March, 1977 p.A-12.

2. UNIT TYPE GUIDELINES

In order to determine future unit type mix it is first necessary to understand trends in the Toronto Area housing mix. As discussed in the background report Housing in York future housing requirements are anticipated to increasingly swing towards single detached units with the need for apartments declining somewhat in importance. This shift is anticipated as household growth will increasingly be accounted for by older, family type households. Historically the majority of these households have occupied single detached units.

Historically, however, trends in unit type activity in York have deviated substantially from the Toronto Area situation with York emphasizing more single detached units than other areas. Based upon current patterns of residential location in the Toronto Area, and the long term trends in unit type, it would appear most likely that York will continue to house a higher proportion of family households seeking single detached units. However even with this situation a requirement for apartments exists. With a population in excess of 200,000 York currently generates a large proportion of its household growth from resident population. As these households pass through various stages of life housing requirements change. If these households are to find suitable accommodation in York, apartments will be needed.

Singles will remain the predominant housing form.
As Exhibit 2 indicates, singles will be the predominant form of housing added to housing stock.

The suggested unit type guidelines are based upon forecasts of future housing requirements for the Toronto area plus the assumption that York Region will continue to house a higher proportion of family as opposed to non-family households. Until 1981 the unit guide reflects a strong deviation in singles from the Toronto Area forecast. After 1981 the suggested unit type guidelines reflects more closely the Toronto Area forecast.

Ownership will also remain the dominant form of tenure. Currently, York Region's housing stock is 78% ownership. The future split in tenure pattern of new construction activity is estimated as follows:

| | <u>Own</u> | <u>Rent</u> |
|-----------|------------|-------------|
| 1976-81 | 65-75 | 25-35 |
| 1981-86 | 60-70 | 30-40 |
| 1986-91 | 70-80 | 20-30 |
| 1991-96 | 75-85 | 15-25 |
| 1996-2001 | 70-80 | 20-30 |

Again, these patterns are based upon forecast tenure patterns for the Toronto area modified to reflect a continuing higher proportion of family households in York.

- Limited actions are required by Region to achieve these targets. As with the general targets, Toronto area housing markets will ultimately determine housing mix and tenure patterns. The Region's primary responsibility will be to ensure that plans approved include a range of unit types.

Specifically, the Region should:

1. Approve guidelines and encourage area municipalities to plan within these ranges. Area municipalities should be encouraged to develop their own unit type guidelines within the Regional framework and use these in official, secondary, and neighbourhood plans.
2. Monitor shifts in unit type. Although the type and tenure targets are reflected in ranges that hopefully will allow for market shifts, both require careful monitoring. Significant deviations may occur which will require the altering of these targets.

3. SPECIAL PROBLEM AREAS

The background study "Housing in York" identified four major areas where special action and targets are required to handle current problems. These problems included: a shortage of rental units; a shortage of assisted rental units; housing for special care groups and the need for additional moderate priced purchase housing. The following sections define each of these targets and suggest strategies for easing the situation.

A. Rental Accommodation. Currently vacancy rates in rental units are at very low levels throughout the Region, an estimated 1%. A vacancy rate of this level is considered inadequate for the market to properly function. In order to ease this situation an estimated 250 rental units are needed to raise vacancy rates to 3% which would provide a better rental market for current residents.

The Region has no means of directly increasing the supply of rental housing. It may, however, attempt to influence the private sector, area municipalities and senior government, who are the central forces in the housing market. Whenever possible the Region therefore will:

1. Encourage area municipalities to give quick approvals for rental projects. All municipalities should be encouraged to ensure that all major new developments include an adequate share of rental units.
2. Encourage industry to take advantage of rental assistance programs. Programs such as the Ontario Accelerated Family Rental Program, the Assisted Rental Program, Low Rental Housing Assistance and the current tax deferrals allowance for qualifying units all have made rental projects more attractive to investors. The region should assist in the dissemination of information regarding all available programs.
3. Encourage senior governments to examine further incentives to stimulate investments in rental units. The fundamental reason for the low rental situation in York and throughout Canada is that rental economics have ceased to be attractive. Recent initiative are helping somewhat.

B. Assisted Rental Units. The background report Housing in York concluded that the 715 seniors units were adequate for the existing population of York. However York's population is growing rapidly. In

order to maintain the 1976 ratio of senior units to total stock 1.2% (715 senior units - 58,850 households) it will be necessary to add approximately 35 units annually to 1981. If the Regions share of the Toronto area housing market increases substantially in the near future this target will most likely need to be increased.

For family units we would suggest a target of 50 assisted rental units to be added annually each year to 1981. Although York has never had an extremely large proportion of households receiving social assistance, the background report states that 1400 households were receiving some form of social assistance. That report also suggested that most of these households were having difficulty finding affordable rental housing. In addition in the Toronto Area it is estimated that 33% of the households renting housing are paying in excess of 25% of their income for housing, and 23% are paying in excess of 30%.¹ Thus there are a large number of households both currently in York and in the Toronto Area that ideally need assistance.

The target of 50 units annually bears little relationship to the ideal need. To date the municipalities in York have little to no experience with this type of housing, therefore a low target for these types of units seems appropriate at present. By way of comparison Peel Region has a target of 150 additional family rental units annually.²

1 C.M.H.C. 1974 Survey of Housing Units Toronto C.M.A. Table 4.1

2 Region of Peel 1977 Interim Housing Policy Statement
May 12, 1977 p.6

As in the case of rental accommodation, the Region has very little direct influence on the supply of assisted rental housing. To the extent of its mandate however the Region will:

1. Encourage local municipalities to pursue senior units currently in planning. Although the exact number of units that will be provided is not known there are several developments for seniors in planning. These include: two developments in Markham and one in each of Newmarket and Richmond Hill.
2. Encourage area municipalities and development industry to provide rent supplement units. As discussed in the background report, the Rent Supplement Program offers virtually the only option for providing subsidized family rental units. In the existing market these will have to be either provided by developers or in non-profit housing built by area municipalities or other community groups. The Region should encourage both area municipalities and community groups to consider becoming actively involved in providing non-profit housing.
3. Give consideration to the establishment of Regional residency requirements for assisted housing. In the background study problems created by lack of Regional residency requirements were discussed. If the eligibility becomes Regional then it also seems appropriate that the 7½% operating deficits should be paid by the Region.

C. Housing For Special Care Groups. In York as elsewhere in Ontario there is a strong latent demand for units for mentally and physically handicapped households. These households have housing needs that fall into three categories: group homes, especially designed units and rent-geared-to-income units. As with assisted family units no experience exists in the Region for providing these types of units. Thus a minimum target of 50 units by 1981 is proposed.

To accomplish this, the Region should:

1. Encourage area municipalities to provide these types of units. This may be accomplished by providing zoning that allows for group homes and by pressuring developers of large scale projects to provide a few units especially designed for physically handicapped households.
2. Instruct York Region Housing Committee to investigate the needs of these groups thoroughly with the appropriate agencies. Overall there is a complete lack of information about these groups, their numbers, incomes, and special needs.

D. Moderate Priced Purchase Options. Currently in York, particularly South-Central York there is a lack of moderately priced purchase options. This is an area of concern in the Region as it is difficult for some households employed in York to currently afford to purchase housing in York. Thus as a goal we would suggest that about 20%-30% of purchase

housing should be available to purchase by households with incomes less than \$23,000. This income level is the average 1977 household income in the Toronto area. Price level of these units should be less than \$57,000.

In order to meet these objectives the Region should:

1. Encourage private sector participation in homeownership assistance programs. Units should be provided under the Assisted Home Ownership Program and the Ontario Housing Action Program. Area municipalities should be encouraged to accept these units.
2. Encourage area municipalities to take advantage of programs that will provide moderately-priced new purchase housing. Programs such as the Municipal Incentive Grant Program should be used by all municipalities.
3. Encourage area municipalities to be receptive to new housing designs which reduce house costs. Zero lot line and other innovative developments can provide opportunities to lower the cost of purchase housing. Area municipalities should be encouraged to accept developments of these types.

APPENDIX A

HOUSING ACTIVITY IN YORK - 1977

HOUSING ACTIVITY IN YORK - 1977

As one of the housing policy recommendations, it was suggested that an annual report be produced which monitors and reports on housing activity in York Region over the past twelve months. As it is currently over a year since the background report "Housing in York" was produced, it was felt appropriate to produce a report monitoring housing activity since that time. In order to accomplish this, the following document reviews:

1. Housing Production
2. Current Market
3. Land Inventory
4. Assisted Housing Activity

1977 HOUSING ACTIVITY*

| | <u>% OF TOTAL</u> | <u>1977 PERMITS</u> | <u>5 YEAR AVERAGE 1972-76</u> |
|----------------------------|-----------------------|-------------------------|-----------------------------------|
| Markham | 47% | 840 | 1,307 |
| Richmond Hill | 3 | 62 | 411 |
| Aurora | 2 | 44 | 179 |
| Newmarket | 8 | 140 | 375 |
| Vaughan | 11 | 198 | 214 |
| King | 10 | 181 | 144 |
| Whitchurch- Stouffville | 4 | 77 | 136 |
| East Gwillimbury | 8 | 138 | 143 |
| Georgina | 6 | 104 | 172 |
| York Region | | <u>1,784</u> | <u>3,081</u> |

* Statistics Canada Building Permits 64-001 various issues.

1. HOUSING PRODUCTION

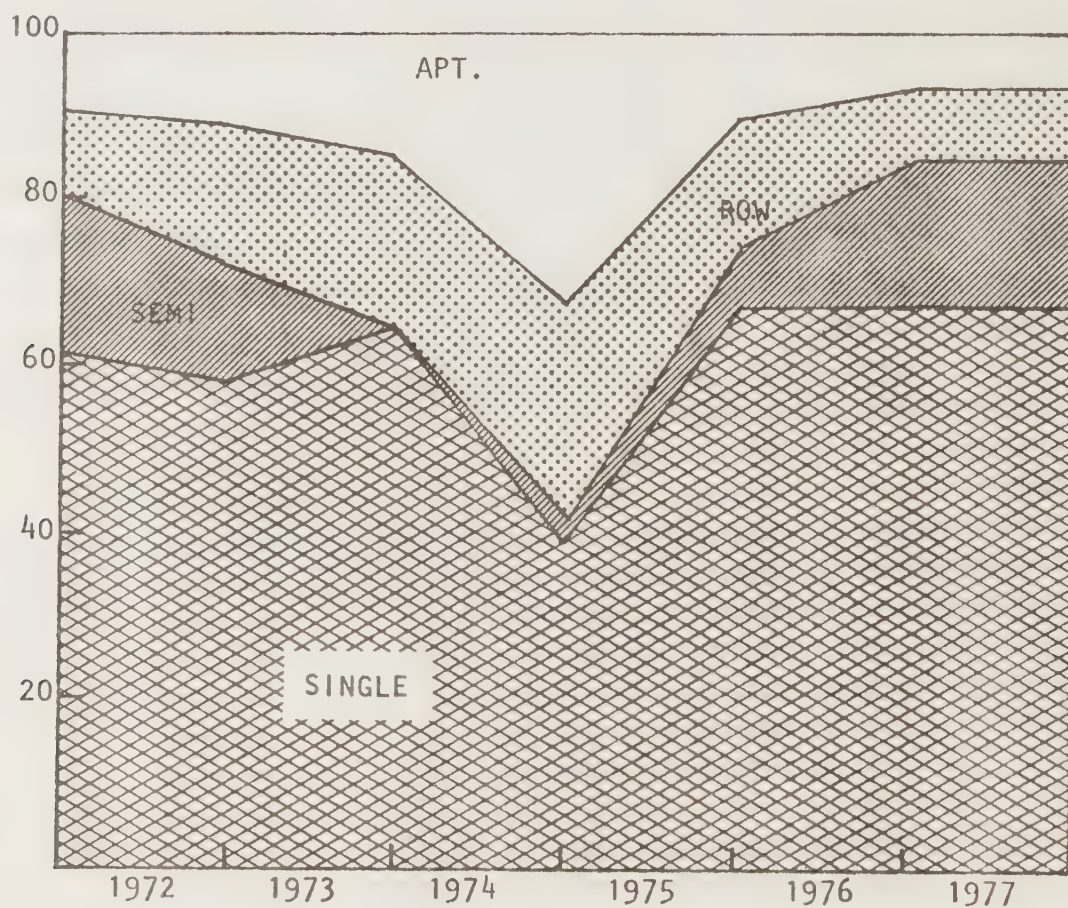
During 1977 housing production in York Region continued to decline from its peak of 4,400 in 1975. This situation was not unique to York Region as most areas in the province experienced some decline in house building activity. By type, there was a proportional decline in apartment and row housing type units while semis significantly increased their market share. In terms of the Toronto area housing market, York Region's share declined somewhat to 6%. This figure is significantly below the 15-20% required for York Region to achieve its long term population target.

- Production in 1977 was significantly below average activity in last 5 years. During 1977 housing production as measured by permits issued was 1,784 units, down significantly from the average of 3,081 units during the last 5 years.

Declines in activity from 1976 occurred in all municipalities but Markham, Vaughan and King. As indicated in Exhibit 3, all communities other than King had housing production in 1977 that was significantly below the average for the 1972-76 period. The total decline in York to 1,784 permits from the 1972-76 average of 3,081 is a more significant decline than that which occurred in Ontario; 1977 permits of 70,231 from a 1972-76 average of 78,758

SINGLE AND SEMI UNITS HAVE INCREASED MARKET SHARE SINCE 1975*

% OF TOTAL PERMITS



*Source: Statistics Canada Building Permits 64-204

- Market share of apartment and row units declined.
The proportion of row and apartment units continued to decline from their peak level in 1975 (Exhibit 4). Since that time, semis have increased their market share significantly. This pattern is a further continuation of York's historic pattern of primarily supplying family housing.

By municipality, single detached units accounted for over 95% of activity in all but Markham, Aurora, Newmarket and Georgina.

| | <u>Singles as % of Total Permits</u> |
|------------------------|--|
| Markham | 44% |
| Richmond Hill | 95 |
| Aurora | 25 |
| Newmarket | 50 |
| Vaughan | 100 |
| King | 98 |
| Whitchurch-Stouffville | 100 |
| East Gwillimbury | 100 |
| Georgina | 46 |

1977 SHARE OF TORONTO AREA HOUSING MARKET
WAS AT LOW END OF RECENT RANGE *

% OF TOTAL PERMITS ISSUED

| | <u>York</u> | <u>Durham</u> | <u>Peel</u> | <u>Metro</u> |
|------|-------------|---------------|-------------|--------------|
| 1977 | 6 | 14 | 36 | 43 |
| 1976 | 7 | 19 | 34 | 40 |
| 1975 | 9 | 10 | 24 | 58 |
| 1974 | 6 | 13 | 25 | 56 |
| 1973 | 8 | 8 | 27 | 57 |
| 1972 | 8 | 7 | 26 | 59 |

YORK ONLY SIGNIFICANT FACTOR IN
TORONTO AREA SINGLE MARKET*

1977 MUNICIPAL MARKET SHARE BY UNIT TYPE

| | <u>Single</u> | <u>Semi</u> | <u>Row</u> | <u>Apt.</u> |
|--------|---------------|-------------|------------|-------------|
| York | 18% | 7% | 3% | 1% |
| Durham | 26 | 17 | 16 | 7 |
| Peel | 33 | 50 | 49 | 28 |
| Metro | 23 | 27 | 33 | 64 |

*Source: *Statistics Canada Building Permits 64-204 and 64-001*

- Toronto market share of 6% significantly below that required to achieve long term population target. In order to achieve its long term population target, it is estimated that York Region needs to capture 15-20% of the Toronto area housing market. As Exhibit 5 indicates, the 1977 market share of 6% is significantly below that required. It is also at the low end of its recent range of 6%-9%.

When the market is analyzed by unit type, we also see that York Region is only a significant participant in the market for singles and that in general it does not provide as large a range of housing mix as that provided elsewhere in the Toronto area (Exhibit 6). This is consistent with the historic trends.

2. CURRENT MARKET

With the exception of rental apartment units, housing supply continues to be produced at a rate above demand. As a result, price increases have levelled and affordability has generally improved. The rental situation continues to be a problem as vacancy rates continue at very low levels.

- During 1977 the Toronto area housing market continued to correct for overbuilding in the early 1970's. For the Toronto area expected levels of new housing requirements over the 1976-81 period are approximately 32-34,000 units. Permit activity in recent years of 28,600 in both 1976 and 1977 was slightly below this level. Even though construction is somewhat below levels of demand, supply is generally still more than adequate as over the 1971-75 period new units were added in the Toronto area at extremely high levels.

| | <u>Total number of permits</u> | |
|------|------------------------------------|----------------------------------|
| 1975 | 33,793 | } Five year average 38,936 |
| 1974 | 27,968 | |
| 1973 | 52,339 | |
| 1972 | 41,857 | |
| 1971 | 38,725 | |

Three other measures further indicate the general adequacy of supply. During 1977 both the number of units under construction and the number of newly completed and unoccupied units increased.

| <u>Toronto C.M.A.</u> ¹ | | | | |
|------------------------------------|-------------------------------------|---|-----------------------|--------------|
| | <u>units under construction</u> | <u>newly completed & unoccupied</u> | | <u>Total</u> |
| | | <u>single & semi</u> | <u>apt. & row</u> | |
| Jan. 77 | 31,873 | 429 | 2,805 | 3,234 |
| Dec. 77 | 33,848 | 1,223 | 2,582 | 3,805 |

¹ C.M.H.C. Canadian Housing Statistics various issues for the Ontario Region.

In York, the number of newly constructed and unoccupied units increased while the number of units under construction declined.

| <u>York Region</u> | | | | |
|--------------------|---------------------------------|---|-----------------------|--------------|
| | <u>units under construction</u> | <u>newly completed & unoccupied</u> | | <u>Total</u> |
| | | <u>single & semi</u> | <u>row & apt.</u> | |
| Jan. 77 | 1,892 | 28 | 248 | 276 |
| Dec. 77 | 1,452 | 50 | 376 | 426 |

The third indicator is that the number of properties listed for sale on MLS has increased dramatically from 1973¹.

| | |
|------|-------|
| 1973 | 815 |
| 1974 | 2,620 |
| 1975 | 4,147 |
| 1976 | 5,292 |
| 1977 | 6,736 |

- Vacancy rates continue at low levels. In all parts of York Region for which vacancy rates are compiled by C.M.H.C. the supply of rental accommodation remained low. Vacancy rates of below the minimum ideal rate of 3% were widely reported.

| | <u>Oct. 1977</u> | <u>April 1977</u> |
|----------------------------|----------------------|-----------------------|
| Markham | 1.3 | 1.6 |
| Richmond Hill | 0.3 | 0.2 |
| Newmarket | | |
| Aurora | | |
| Whitchurch- Stouffville | 0.6 | 1.2 |

Due to the low level of stock in other parts of the Region vacancy rates are not surveyed. However it is most likely that rates lower than those experienced in the Toronto C.M.A. existed.

| | <u>Oct. 1977</u> | <u>April 1977</u> |
|---------------------------|----------------------|-----------------------|
| Toronto C.M.A. | 1.0 | 1.2 |
| C.M.A. excluding Metro | 0.8 | 1.1 |

¹ *The Canadian Real Estate Association Annual Report, 1977, p.44*

- Generally, levels of affordability have improved.

In general throughout the Toronto area the abilities of households to afford purchase housing has improved steadily since 1974. Household income increases have significantly outpaced recent increases in the cost of purchase housing.

| | <u>Average Price of MLS Sale York Region 1</u> | <u>% Increase</u> | <u>Average House- hold Income Toronto Area 2</u> | <u>% Increase</u> |
|------------------------------------|--|-----------------------|--|-----------------------|
| 1974 | \$59,054 | 3.0 | \$15,653 | 16.3 |
| 1975 | 61,602 | 5.3 | 18,200 | 14.3 |
| 1976 | 62,470 | 5.3 | 20,800 | 8.5 |
| 1977 | 64,912 | | 22,600 | |
| Average annual increase 1974-77 | | 3.2 | | 12.9 |

A similar situation also exists with rental units where the general levels of affordability have continued to improve. However, a large number of households continue to spend too large a proportion of their income for rental housing - in excess of 25%.

1 Canadian Real Estate Association Annual Report of MLS Activity. 1977

2 Statistics Canada Urban Family Expenditure 1974 Cat.62-544 updated by use of personnel income increases in Canada as calculated in the National Accounts.

3. LAND INVENTORY

During 1977 a large number of potential new units were approved for development. Activity, as historically, was concentrated in Markham. Approvals also indicate a continuation of the pattern of York primarily providing single and semi detached housing for the Toronto area market. When 1977 approvals are added to the existing inventory of approved lots, it appears that York has a very large supply of potential units.

- 3,457 units were draft approved by the Region in 1977. This figure exceeds the average annual level of construction of 3,100 for the 1972-76 period. As the figures below indicate Markham accounted for over 60% of total activity.

| | <u>No. of ¹ Approvals</u> | <u>% of York Region Approvals</u> |
|----------------------------|--|---------------------------------------|
| Markham | 2,177 | 61% |
| Richmond Hill | 91 | 3 |
| Aurora | 602 | 17 |
| Newmarket | 432 | 12 |
| Vaughan | 56 | 2 |
| King | 88 | 2 |
| Whitchurch- Stouffville | 59 | 2 |
| East Gwillimbury | 42 | 1 |
| Georgina | 0 | 0% |
| Total | 3,547 | 100 |

¹ York Region Planning Department

- Only 29% of approvals were for multiple units. Singles and semis continued to account for the majority of approvals accounting for 53% and 18% respectively for 1977 activity. Of the multiples Markham accounted for 67% of the Region's total.

Proportion of 1977 Approvals by Type

| | <u>single</u> | <u>semi</u> | <u>multiple</u> |
|----------------------------|---------------|-------------|-----------------|
| Markham | 45% | 24% | 31% |
| Richmond Hill | 51 | - | 49 |
| Aurora | 56 | 19 | 25 |
| Newmarket | 67 | - | 33 |
| Vaughan | 100 | - | - |
| King | 100 | - | - |
| Whitchurch- Stouffville | 86 | 14 | - |
| East Gwillimbury | 100 | - | - |
| Georgina | - | - | - |

- Current inventory of approved units not constructed is sufficient for approximately 7 years based upon recent levels of construction. Currently York Region is estimated to have an inventory of approximately 20,000 that have been approved for development. At recent average levels of production 2,900 units over the 1972-77 period this is sufficient for approximately 7 years of construction activity. Markham, with over 50%, and Richmond Hill, with 22%, account for the largest proportion of future potential.

| | Potential No. Of ¹ Units Dec. 77 | % Of York Region |
|----------------------------|--|---------------------|
| Markham | 9,203 | 46% |
| Richmond Hill | 4,759 | 24 |
| Aurora | 1,029 | 5 |
| Newmarket | 1,772 | 9 |
| Vaughan | 1,793 | 9 |
| King | 609 | 3 |
| Whitchurch- Stouffville | 428 | 2 |
| East Gwillimbury | 372 | 2 |
| Georgina | <u>134</u> | <u>1</u> |
| TOTAL | 20,099 | |

The 16,901 units circulating as of December 31, 1977 suggest that this inventory will continue to grow rapidly. By municipality, units circulating indicate the larger role that Vaughan is expected to play in providing future housing stock.

| | Potential No. of ² Units in Approval Process (Dec. 77) | % of York Region Total |
|------------------------|---|------------------------------|
| Markham | 4,642 | 27% |
| Richmond Hill | 1,679 | 10 |
| Aurora | 751 | 4 |
| Newmarket | 85 | 1 |
| Vaughan | 6,506 | 38 |
| King | 637 | 4 |
| Whitchurch-Stouffville | 321 | 2 |
| East Gwillimbury | 251 | 1 |
| Georgina | <u>2,029</u> | 12 |
| TOTAL | 16,901 | |

¹ Updated from a May 1976 analysis of all sub-division plans in York Region and building permit activity to determine the number of buildable vacant lots. The updating was accomplished by adding all approvals since May 1976 to Dec. 31, 1977 less the number of building permits issued.

² York Region Planning Department Outstanding Development Applications, December, 1977

4. ASSISTED HOUSING ACTIVITY

In 1977 there was little activity in the field of assisted housing in York Region. Only units for seniors increased from the 1976 inventory. A small amount of activity in assisted purchase occurred in Markham and Vaughan.

- Currently there are 764 units for seniors in York Region. This is a slight increase from the 725 units that existed in 1976 which resulted from the addition of 39 units under the Community Sponsored Housing Program in Markham. Currently there is a fair amount of activity in planning for additional senior units. Currently, two community sponsored developments are in planning in Markham, 88 units are proposed in Richmond Hill and 100 units in Newmarket. Currently there are 289 seniors waiting for units. This activity should be sufficient to meet the target of 35 additional units per year to 1981.
- There continues to be little interest in providing assisted rental units for families. The 1976 inventory of 49 units was not added to during 1977. Currently Richmond Hill is considering adding some rent supplement family units and Georgina has requested that the Ministry of Housing undertake a survey for the need for family housing units. Currently there are 47 families on the waiting list for Aurora's 39 units and 56 on the waiting list for Georgina's 10 units.

Current activity suggests that the 1976-81 target of 50 assisted rental units for families will not be achieved.

